DOCUMENT RESUME

ED 074 337 AC 014 280

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TITLE	Towards the Construction of Life-Long Education System.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France).
REPORT NO	ED-72-CONF-1-9
PUB DATE	25 Sep 72
NOTE	12p.; Paper presented at Interdisciplinary Symposium on Life-Long Education (Paris, France, September 25 - October 2, 1972)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Adult Development; *Adult Education; Adult Education Programs; *Continuous Learning; Educational Administration; Educational Change; Skill Development; *Social Adjustment; *Social Change; Speeches; Technological Advancement
IDENTIFIERS	*Japan; UNESCO

ABSTRACT

Since the ideal of lifelong education is closely related to the reorganization of the entire educational system, it is necessary to recognize the distinction between education and its administration. Democratization, continuity, flexibility and freedom are principles related to planning and administration; active participation, initiative and self-help are principles related to the educational process. Lifelong education achieves integration of the educational system through integration of the five individual competences fostered by families, schools, and other groups. They are physical, communicating, practical, cultural and civic competences. Civic competence comes with actual experience of adult life, so adult education has a special responsibility for this competence. Japan has experienced the greatest changes in its history in the last half of this century, and the idea of lifelong education was introduced to help individuals make the social adjustment. Some of Japan's advantages in realizing lifelong education are: (1) diffusion of formal school education; (2) cultural homogeneity; (3) increasing interest in the idea; (4) social education--for parents, women, the aged, those out of school, adults in general; and (5) administrative measures--for social education. The government decides policy for social education services by investigation, experimental projects, exchange of information and opinions, and financial support. (KM)

ED 074337

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Distribution: limited

ED-72/CONF.1/9
PARIS, 25 September 1972
Original: English

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

Interdisciplinary Symposium on Life-Long Education
Unesco House, 25 September - 2 October 1972

TOWARDS THE CONSTRUCTION OF LIFE-LONG EDUCATION SYSTEM

by

Kazufusa MORO-OKA

This study, written at Unesco's request, will be a contribution to the work of the Interdisciplinary Symposium on Life-Long Education organized by Unesco in Paris (Unesco House) from 25 September to 2 October 1972.

The opinions expressed in the study are the sole responsibility of the author

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TOWARDS THE CONSTRUCTION OF LIFE-LONG EDUCATION SYSTEM

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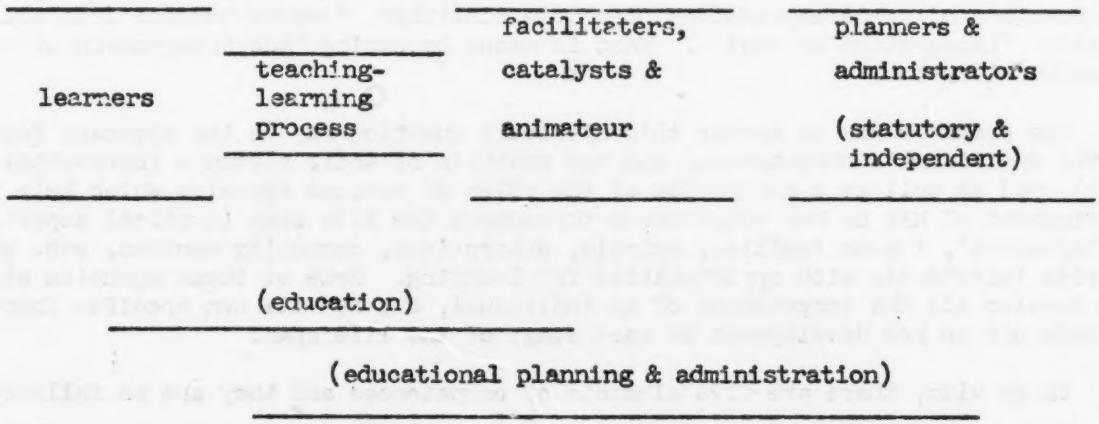
This paper consists of two parts. In Part I, I would like to present my view on the theoretical points which we must take into account in considering and discussing the concept of life-long education. In the Part II, I am reporting the practical administrative measures taken by the Japanese governmental agencies for the realization of the ideal of life-long education.

Part I. Life-long education in theory

1. Distinction between education and its administration

In considering life-long education, it is necessary for us to make a clear distinction between "education" and its "administration". Education is, as is generally recognized, a teaching-learning process, whereas its administration implies procedures or measures for planning and managing the whole system of education. In other words, the teaching-learning process is a sub-system in the whole educational system in which the planners and administrators envisage the goals of educational activities and make necessary arrangements, e.g. establishing educational institutions, training the necessary staff, supplying educational equipments and materials, and so on. To make this point of view clear, we can conceive that there are three major constitutive elements in the whole educational system. And the structure of these components may be illustrated as follows:

Figure 1



The reason why I emphasize such a distinction between education and its administration is that the realization of the ideal of life-long education is closely related to the reorientation of the whole educational system. And, matters concerning the reorganization of the whole educational system are in the hands of planners and administrators rather than of educators who are engaged in the teaching-learning process. Yet, there are some confusion in our discussion on the principles of life-long education, some being stated from the viewpoint of the educational process and some of the educational administration

2. Two categories of principles for life-long education

Along with the above-mentioned views, I think that there are two categories of principles for life-long education, namely, the principles which will become the basis of the planning and administrative measures on one hand, and the principles which underlie the teaching-learning process on the other.

Democratization, continuity and functional quality have been pointed out as essential for life-long education, and globability, flexibility and freedom have also been put forward as distinctive features of life-long education. These principles are all, in my view, related to planning and administration.

On the other hand, such principles as active participation, initiative, self-help, felt-needs, etc. are involved in the educational process. These are the themes to be pursued at the individual learner's level.

The principles for life-long education are thus broadly divided into two categories, the former concerned with planning and administration and the latter with the objectives of personal development. And the task of educational planners or administrators is to take the necessary measures which will enable individual learners to have access to educational opportunities and to learn continuously in order to develop their personal abilities.

3. Integration of What?

The idea is now broadly accepted that life-long education requires "vertical integration" and "horizontal integration". This view was most attractive and useful to us particularly in the early stage in propagating the idea of life-long education. With the view of "vertical integration" we became aware of the importance of continuing process of learning throughout an individual's life span, and with "horizontal integration" we became conscious of the necessity for balanced educational opportunities for the wholesome development of every person. However, the implications of these expressions need to be clarified. I cannot refrain from asking myself: "Integration of what?". What is meant by saying "the integration of whole educational system?"

One possible way to answer this difficult question may be the approach focused on the individual's competences, and the analysis of their elements (horizontal aspect), and as well as a definition of the rôles of various agencies which help the development of his or her competences throughout the life span (vertical aspect). By "agencies", I mean families, schools, enterprises, community centres, etc. which provide individuals with opportunities for learning. None of these agencies alone can develop all the competences of an individual, but has its own specific function to help his or her development at each stage of the life span.

In my view, there are five elements of competences and they are as follows:

(a) Competence to maintain one's life and promote his physical health, that is developed through the satisfaction of instinctive desires first and then through such physical activities as keep-fits, games, sports, etc.

(b) Competence to communicate with others and to maintain affection, friendship or comradeship, that is fostered by mastering of language in the spoken form first and then in the written form. It is also important to get rid of one's mental defence mechanism at this stage.

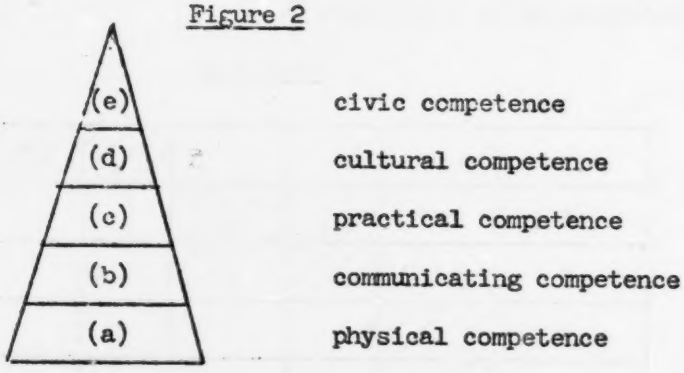
(c) Competence to make use of tools and natural surroundings for production, that is fostered by discovering and making use of scientific nature of materials.

(d) Competence to create and appreciate artistic works such as literature, arts, music, drama, crafts and so on, which is pursued for its own sake.

(e) Competence to make valid decisions when required in one's own areas of responsibility, relating to family, work, community affairs, etc.

These competences may form a cone, which may be called "Cone of Values" or "Cone of Competence", just as E. Dale illustrated in his "Cone of Experience".

Figure 2



Physical competence shown at the bottom is essential for the survival of human beings. To secure personal as well as communal existence with (a) competence, people produce necessary materials with (c) competence, maintaining communication with each other with (b) competence. Cultural and civil competence in (d) and (e) are also essential for the life of human beings, because these are the very characteristics of mankind that differ from animals. Human beings make their lives enjoyable by indulging in all sorts of artistic creative activities with (d) competence, and finally they are the only living creatures that can elaborate a philosophy of life to make a wise decision with (e) competence.

These five categories of competence may correspond to the forms of education pointed out by Dr. Adiseshiah, i.e. education for bread, education for live, education for development, education for culture, education for knowledge and wisdom and education for peace. In my view, knowledge may be related to every one of the five aspects of competence, and education for peace may be included in the range of civic competence. Therefore, all other categories of education almost correspond to the five categories of competence which I proposed.

4. Educational agencies to develop these competences

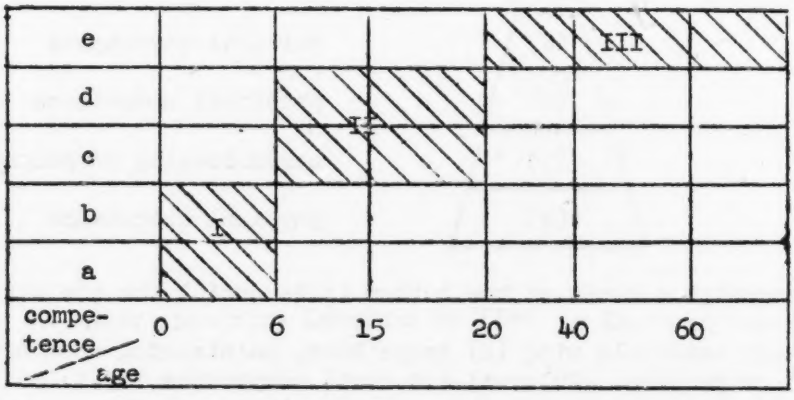
If a man wishes to keep his existence and live a human life which differs from animals', he must acquire the above-mentioned competences one by one and finally as a whole. Generally speaking, he develops these competences in chronological sequence from the bottom (a) to the top (e) with the help of educational agencies. In infancy, he develops (a) and (b) competences with the help of his family. Here arises the importance of education for the parents who are the very organ of education in the home.

Normally a certain period of schooling for children and adolescents follow, and in this period, learning activities for (c) and (d) competences and a little bit of (e) competence are encouraged besides (a) and (b). Particularly, (c) competence devotedly pursued all through the period of formal schooling.

Finally, the development of (e) competence is required in adulthood, when he is involved in various responsibilities related to his work, family affairs, community affairs, etc.

The rôles of agencies in each chronological sequence are of course different from country to country, and it is not so easy to clarify the specific rôles of the agencies in helping people to develop their competence at each stage. In the Japanese case, it will be possible to make a broad distinction between them, which may be illustrated as in the Figure 3.

Figure 3



Note:
I. Families
II. Formal schools
III. Adult education institutions

5. Significance of adult education

There has been much debate, since the Elsinore Conference, on the definition of adult education restricted to the "liberal education of adult". Certainly, the education for (a), (b) and (c) competences or what Dr. Adiseshiah calls education for bread, for love and for development is one of the basic aspects of education in the sense that is essential for the survival of human beings, but adult people in this highly complicated society need much of the education for civic competence. Perhaps children and adolescents are learning "civic competence" in some abstract ways, but without real experience of adult life they cannot either grasp the real meaning of human affairs or make a valid judgement and choice in actual situations. Therefore, education for civic competence or, in other words, "liberal education" must be the very characteristic of adult education. I am not denying the importance of developing other competences in adulthood, of course. As we are now in the rapidly changing world, the retraining of (c) competence is continuously needed, and the refresher courses or "recurrent education" schemes are in increasing demand. Similarly, (a) competence has to be developed in accordance with each chronological stage of our physical development, and (d) competence should also be pursued throughout adulthood. However,

(e) competence in a real meaning cannot be acquired before adulthood, so that it requires the irreplaceable factor of adult learning. In this sense, it is suggested that we should reconsider the traditional view that the characteristic of adult education lies in the liberal education approach.

I would like to refer to the five categories of adult education which the Exeter Paper presented, that is, (1) remedial education: fundamental and literacy education; (2) education for vocational, technical and professional competence; (3) education for health, welfare and family living; (4) education for civic, political and community competence; and (5) education for self-fulfilment.

There is a slight difference between the assertion of the Exeter Paper and my proposal. Firstly, I do not use the term "vocational" or "professional" because in my opinion, any one of the competences in five categories is eligible to become vocational. For example, athletic instructors are much concerned with (a) competence, language teachers or psychologists with (b), technicians, engineers or technologists with (c), all sorts of artists with (d), and politicians, administrators or managers with (e). On the contrary, any of these competences becomes "non-vocational" when it is pursued for its own sake. Thus it is a relative matter whether a certain competence falls into vocational nature or non-vocational one. I have a little doubt in categorizing the matters whose substances are rather vague.

Secondly, the Exeter Paper uses the term "remedial" in the sense of remedying the deficiency of what is fundamental or literacy. Here again, it is not clear what is deficient and what is fundamental. Usually it means a competence for communication, in other words, the ability to understand the written letters or signs and to express oneself in use of those letters and signs. However, the physical competence, cultural or artistic competence, and civic competence are also very fundamental for human beings, and it is not fair to use the term "remedial education" for the remedy of a part of the competences which are all fundamental for the overall development of an individual. My point is not that such and such competences should have been acquired before and that consequently a certain "education" is necessary for the "remedy" of these competences, but that the idea of "remedial education" will not come out if we take "here and now" approach for the education of each individual.

6. Necessity for further research and investigation

The idea of "Cone of Values" which I showed in Figure 2 and also the share in responsibilities of educational agencies in Figure 3 may be too bold and rough to escape from criticism. But if we could adopt this basic assumption, it would serve as one of the principles for the planning and operation of life-long education. It would serve as a viewpoint for evaluation too, because we could assess the degree of human maturity in accordance with five categories of competence. The simpler the principle is, the easier it is to understand. What I want to say is that we need to make such a simple and bold assumption about the whole structure of life-long education.

In practice, however, there are many problems to be solved. For example, we must make clear, through further researches and investigations, at what stage of an individual's life span; with what kinds of assistance; through what types of educational agencies; such and such competences should be developed. What we have to do is to carry out the necessary surveys and researches on one hand, and on the other, to make bold experiments based on certain assumptions.

Part II. Life-long education in practice

- a Japanese case -

7. General problems in present-day Japan

The latter half of this century has been the period of the greatest changes that Japan has ever experienced, and they have eventually brought about many effects upon the educational enterprises. The most remarkable changes that took place during the last decade and their consequences may be listed up as follows:

(1) Scientific and technological innovation

(a) changes in industrial structure
- requires re-education and retraining

(b) short-time effectiveness of skills and knowledges
- demands continuing refresher courses

(2) Progress of industrialization

(a) gathering of people into urban industrialized centres
- problems of over-population and difficult living conditions in big cities on one hand and sparse population in rural areas on the other

(b) destruction of nature and pollution of the air, water and foodstuff
- leads to the study and movement against such severe problems

(c) expansion of automation and monotonous labour
- makes necessary an effort to recapture humanity

(d) expansion of mass production
- forces mass consumption upon people

(3) Urbanization of the ways of life

(a) higher standards of living and education
- lead to stronger desires for accessibility to higher cultural pursuits

(b) increasing contacts with heterogeneous patterns of life
- cause psychological tension and conflicts

(c) expansion of mass consumption and fashions
- requires people's selective ability

(4) Prolongation of average life span

(a) expansion of free time or leisure

- requires the ability to make good use of leisure

(b) transition into the aged society

- needs special consideration for the aged in terms of social rôles they have to play

(5) Decrease in birth rate

(a) increase of "nucleus family" and small number of children in a family

- causes a lack of mutual training among the family members

(b) shortage of young labour force

- causes an easy job-transition among youth workers

(6) Expansion of mass communication media and transportation means

(a) overflow of informations

- leads to the decrease in values of an information
- requires the ability to select a valid one among piles of informations

(b) increase of international contacts

- requires the ability to communicate with peoples in different countries and to see things from the international point of view.

The Japanese people began to feel that the personal equipment gained in formal schooling is not sufficient to cope with such divergent problems, and a re-thinking on education became an ever-increasing necessity. It was just in those days - in the later part of the 1960s that the idea of life-long education was introduced in Japan by Dr. Hatano who took part in the important meeting on the subject at Unesco House. The idea has ever since gradually gained popularity not only among those concerned with education but also leading personnel in business and industries.

In the last quarter of the century, the Japanese people have been making desperate efforts to reconstruct the country from the ashes of a lost war, and as a result Japan has achieved remarkable progress as far as the economy is concerned. However, people now find themselves confronted with very serious problems such as pollutions, traffic accidents and psychological or spiritual loneliness in too rapidly urbanized societies. And the people's interests are now leaning towards greater stress on human values rather than the increase in productivity.

As I mentioned before, no agency can provide people with opportunities to develop all categories of competence solely by itself, so that we are now trying to clarify the shared rôles of helping agencies such as families, schools for children and adolescents, out-of-school educational facilities for young people and educational facilities for adults both in working places and communities.

8. Favourable conditions for the realization of life-long education

There are so many problems before us, as I mentioned in the former paragraph, but at the same time Japan has some advantages to realize the ideal of life-long education. The following may be some of them:

(1) Diffusion of formal school education

A hundred years have already elapsed since the modern educational system was introduced in 1872. After World War II, compulsory schooling was extended into nine years and today 85% of the same age group proceed to senior secondary education (15 - 18) and 27% of colleges and universities (18 - 22 and over). Actually there are very few illiterate people and as a result the accumulated human abilities have played a great rôle in the economic development of society. In other words, it can be said that (c) competence has been maintained on a national scale which means that one of the basic conditions for the embodiment of life-long education is met.

(2) Cultural homogeneity

Although there are some minority people of other races, Japan has grown as a nation of cultural homogeneity with one language common to all. She has a strong aptitude for achieving solidarity in its society, and the remarkable development of mass communication media has reinforced this tendency. This means that most of (b) competence has been maintained on a national scale.

(3) Increasing interest in the idea of life-long education

Corresponding to the increasing demands for the provision of continuing education, the necessity for the promotion of "social education" has been broadly recognized as one of the most important items that the nation has to deal with. In April 1971, the Social Education Council submitted to the Minister of Education a report on "What social education should be like to cope with the rapid changes in social structure" after almost three years of study of the theme.

In June 1971, the Central Council for Education also submitted to the Minister recommendations on "the fundamental policies for the overall expansion and improvement of school education in future".

In March 1972, the Japan Council for Research on Economics, a consultative body of employers, published a report on "the human development in the new era of industrial society - education envisaged from the long-term viewpoints -". It is recommended in this report that enterprises, business and industries should support employees' self-enlightenment in terms of life-long learning, reconsidering that they have so far been impatient to be inclined to education for industry sake.

In June 1972, a sub-committee on education and culture, Council of Economics, of Economic Planning Agency, Prime Minister's Office, also published a report on "life-long education in post-industrial society". In this report the committee examined the nature of the economic planning of the past, and then considered the problems to be solved in the fields of social education, vocational training, physical exercises and sports and recreation, with the view of implementing the opportunities for life-long education.

These are the signs of increasing interests in life-long education among people, and the social atmosphere is very favourable for the implementation of the idea.

(4) Social education approach

It is very likely that the term "social education" is misleading particularly at the international level, but I would like to emphasize that the approach in Japanese social education is rather consistent with the concept of life-long education.

The reason is that Japanese social education includes a wide range of educational provisions excluding formal school education, e.g. parent education for child care in the home, out-of-school educational provisions for children and youth, adult education in general, women's education, and education for the aged. It somehow implies the idea of life-long education in covering all sorts of educational activities from one's infancy to adulthood. In other words, we can see in social education a total approach towards the overall development of individuals rather than a compartmental approach.

In reality, however, the formal school education system has been developed throughout the last century and firmly established its status in the society, and social education is only expected to cover all the educational provisions outside this school system. Furthermore, most of the opportunities for adult education have been provided by independent enterprises, and the public provisions are neither well-organized nor systematic.

Yet, we can see a sign that social education is challenging the limit of formal school education, for example, in the facts that increasing numbers of students have recently been making use of social education facilities, and that there have been increasing demands for the public social education provisions for adults, particularly for the development of their (e) competence by means of university adult education classes and courses.

9. Administrative measures

There are a number of planning and operating agencies in social education, such as voluntary organizations, private enterprises and governmental ministries and organs, all of which form a very sophisticated administrative machinery. Therefore, it is not an easy task to establish a co-operative system among those agencies. Here, I would like to take as an example the administrative measures devised by the social education bureau of the Ministry of Education, to which I belong.

In considering the governmental organizations, it will be necessary to observe the specific rôles of each administrative unit. The 1972 Report of the Social Education Council, to which I referred before, recommended that the responsibilities at each administrative level should be defined as follows:

(1) Educational authorities in cities, towns and villages should have responsibilities for making an exact assessment of educational needs in the communities and for stimulating the people's motivation for learning. This is the very starting point towards the development of social

education. In other words, essential responsibilities in the planning of social education provisions should lie within the authorities of cities, towns and villages.

(2) It is noted, on the other hand, that the prefectoral authorities should have supplementary responsibilities. They are expected to give local authorities the advice and financial support for such services that are difficult for them to operate by themselves, for example:

(a) establishment of buildings and supply of equipments

(b) training of social education staff

(c) collection and supply of related materials

(d) provision of social correspondence education, skill-examinations, etc.

(3) The national government should assume responsibility for raising the general standard of social education in the whole country, paying due regard to all kinds of social education services provided by prefectoral and municipal authorities and also voluntary organizations. For this purpose, the national government should be concerned with the establishment of standards for the provision and operation of facilities, and for the qualifications of social education staff. National government is also expected to provide prefectoral and municipal authorities with wide range of information services as well as the financial support for the establishing of facilities. They should also be concerned with the encouragement of voluntary activities, giving advices and financial support to nation-wide organizations, in particular.

Responsibilities for the planning and operation of social education services are thus shared by administrative authorities at various levels. Based upon the recommendations of the Social Education Council in 1971, they are now placing particular importance on the following three items, that is (1) the training of social education staff, (2) the improvement in social education facilities, and (3) the encouragement of social education activities and financial support to them.

As for the training of social education staff, the national government is concerned with training of the staff who are engaged in social education at the prefectoral level, for example, running the National Training Institute, while the prefectoral authorities provide training of the social education staff at the administrative offices or social education institutions in cities, towns or villages and many other volunteers working for the promotion of social education activities.

Secondly, there are a large number of social education institutions under various names, e.g. libraries, muscums, audio-visual libraries, Kominkan (Citizen's Public Halls), Seinen-no Iye (youth centres), Shonen-Shizen-no Iye (Children's Nature Centres), etc. Most of them are established and run by local authorities, but there are a small number of institutions directly established and maintained by the national government, which are expected to function as a sort of model institution and provide opportunities for the training of social education staff at the local level. As a general rule, the national government aids the local authorities in the establishment of their institutions.

Thirdly, with regard to the encouragement of social education activities, a wide range of programmes are provided by local education authorities to meet the educational needs among people, and the national government gives guidance and financial assistance to them. Besides these public services, there are a great variety of programmes provided by voluntary organizations with their own initiatives. The national government and local authorities provide these voluntary organizations with financial supports, upon their requests, in the case that the financial supports to their activities are recognized as desirable for the promotion of social education in general.

In developing the general policy for these social education services, the national government usually resorts to the following procedures:

(1) Investigation

The national government requests a certain number of local authorities to make investigations on the specific theme and makes analysis of the results in co-operation with these local authorities and academic researchers. The Ministry of Education is now making investigations on the measures to be taken:

(a) for raising the status of social education staff

(b) for improving the management of social education institutions

(c) for improving the services of libraries

(d) for promoting voluntary activities among youth

(e) for promoting voluntary activities among women

(f) for promoting the learning activities of the aged.

(2) Experimental projects

Based upon the analysed results, the national government sets up a project or programme which is thought worthwhile promoting as a new provision, and again requests a certain number of local authorities to operate the experimental project or programme. These local authorities are requested to present reports on their experiments with a view to ascertain whether the project or programme can be adopted by other local bodies or not, and what kinds of problems will be involved when it is brought into practice.

(3) Exchange of information and opinions

With the results of the experimental project or programme operated by local authorities over a period of two or three years, the national government works out the details of the programme or project, and holds study meetings or conferences for the purpose of exchanging information and opinions between the governmental agencies and the people concerned, on the planning and operation of the project or programme.

(4) Financial support

Finally the national government encourages all the local authorities to adopt the programme or project which has been planned through the above-mentioned process, for which the State provides the necessary financial support.

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